

OP ACTION ITEM FROM IG'S REPORT ON TRAINING

Recommendation No. 25 (Page 92 of Report)

Action assigned to: Plans Staff

OP Work Project No. 31-61

Recommendation: The DTR together with the Director of Personnel undertake to monitor the present efforts of the Department of State to improve personnel management and training in the Foreign Service for measures that may be adopted for the Agency's benefit.

DD/S Comment: Concur. We have been doing this for some time, on a continuing basis.

DDCI Action: Approved on the understanding that such monitoring is already underway and will be continued.

OTR Proposed Action: This is being done on a continuing basis. DTR's coverage is provided by R/TR, PPS, LAS, SIC, IS and [] and Office of General Counsel. DTR is a member of the Interdepartmental Training Group.

OTR Proposed Report of Action: The Office of Training is in fact closely monitoring both the Department of State and USIA, on a continuing basis. []

[] Close contact and liaison with the Department of State and the Foreign Service Institute are maintained formally and informally through the OTR registrar, Plans and Policy Staff, Language and Area School, Intelligence School, and School of International Communisms. The CIA Office of General Counsel also forwards to OTR information concerning this subject. Finally, the Director of Training is a member of the Interdepartmental Training Group.

1. The JOTP has achieved solid acceptance in the Agency by locating students of high character and demonstrated academic performance, then instructing and motivating them in the objectives and methods of intelligence to the point where they readily adapt to and become productive in operating assignments. Once separated from the JOTP, the stiffest test of all is the willingness and ability of the JOT to fend for himself.

3. Future of the JOT Program

a. Recruitment

(1) Numerous policy questions arise in this area of administration of the JOT system. Many of these stand out in a comparison of the JOTP with the Foreign Service Officer recruitment program in the Department of State. By contrast, the JOTP administration has enjoyed singular freedom of action while the Department has been subject to constant public and congressional examination particularly as an outgrowth of the work of the Wriston Committee. New rules and structure may be imposed on the JOTP to achieve specific benefits but at considerable risk of hampering the positive leadership the program has enjoyed thus far. The Department's policies and experience should, however, be followed closely with the intention of adopting and profiting from measures of proven benefit.

(2) JOT recruitment does not assuredly reach all American citizens who may possess suitable qualifications for careers in CIA. The absence of a publicly advertised, competitive entrance test, and the use of professional officers on recruitment tours (as now

practiced in the case of ORR) would remove any doubt that the Agency does not adequately protect the inherent privilege of citizens to learn of and to apply for employment with it.

(3) There is no requirement that the JOTP balance its appointments by State or region of origin and schooling. While the present patterns of recruitment do not appear to be seriously out of balance in this respect there are aspects of the Agency's policy here which will bear observation. The first is the possible political implication at some time in the future of disproportionately low representation of officers from the South and to a lesser extent from the Far West. The second concerns heavy recruitment of students from Ivy League schools and the possible influences on loyalty to associates and judgment of individual performance which this circumstance may be alleged to generate.

(4) The JOTP administration may be assuming excessive responsibility in the screening and selection of junior officer candidates. This same issue is noted below in connection with the final assessment and assignment of JOT's to active duty. As the JOTP assumes increasing responsibility for determining the types of individuals who are to man the Agency it seems obvious that the current operating experience of senior professional officers should be brought to bear in making the decision. There are today fairly numerous consumer comments that present JOTP selections tend to overemphasize intellectual qualities and to underemphasize rugged and adventurous traits. A policy of panel examination of top candidates with professional line officers included on the panels would insure JOTP sensitivity to Agency needs at this point.

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(5) There is a second possible source of independent judgment of applicant qualifications in the use of outstanding public citizens in the panel selection process. These individuals may have the handicap of limited acquaintance with intelligence but they may also contribute useful insight based on long experience in government, corporation or university administration.

b. Agency Sponsorship of JOT Military Duty

From its inception, the JOTP has sponsored military duty for candidates who have not fulfilled this requirement and whose services would probably be lost to the Agency unless employment were arranged prior to military service. A noteworthy feature of the program has been the arrangement with the Services to detail the JOT officer back to the Agency for the last 12 - 24 months of his active duty status. During the first eight years there were 141 cases of military sponsorship of which 83 or 59 per cent remained on duty at the end of the period. The program has been expensive to the Agency in loss of time from intelligence training and in the high attrition suffered. The JOTP has been able to recruit the majority of its students with military training already accomplished. A recently introduced factor in the situation is the decision to give selected JOT's additional formal training in paramilitary subjects. A correlation of the two blocks of training may prove possible and of benefit to the Agency.

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(7) There is no pattern in the scheduling of overseas duty. The prospect of overseas assignment is a significant factor in JOT recruitment and therefore a possible source of frustration when the junior officer finds his initial headquarters tour stretching into the third and occasionally the fourth year. The present prospect is that this issue will grow in importance as the four-year or longer tour of duty becomes standard Agency practice. It is conceivable that the DD/P will have to establish a ceiling on the number of months of headquarters duty the Junior Officer shall serve prior to assignment overseas.

(8) Another approach to the concept of apprenticeship is to schedule some of it overseas including formal training in language and area. This has the appeal of realism and the drawbacks of greater expense and difficulty in finding supervisors who are qualified and motivated to work with junior officers and who can find the time under operating pressures to provide effective guidance. The prospect of a large influx of JOT's into the DD/P annually only two years hence makes it appear desirable to experiment now with this approach.

(9) Problems in the management of JOT's with 10 or 15 years of experience as case officers lie some distance in the future. With respect to the question of formal or refresher training for such officers, the present experimentation of the Department of State with mid-career and senior officer training is of interest. Many officers at this stage will be moving into chief of base and deputy chief of station assignments for which as yet there is no formal preparation. The question of diversification of experience through rotation is one

which faces the senior JOT graduates, and non-JOT's, at the present time. There is insufficient evidence for generalization but in some cases the experience here has been discouraging. Some former JOT's now operate on the conviction that diversification is a matter of personal initiative, and accomplished by knowing the right person and being in the right place at the right time. Well qualified officers have located suitable vacancies only to find that the concern of the employing Branch for its own, perhaps less well qualified individuals, has precluded appointment. The net result then is frustration and possible resignation for the individual and haphazard administration of the broad personnel objectives of the Directorate. The power of decision here lies with the Branch Chief. The Panel system of Career management as now constituted doesn't really get at the problems involved. In some manner, particularly in the case of highly qualified and expensively trained JOT's, it will be essential that the DD/P, and in time the DD/I and DD/S, provide for a more orderly personnel administration. The career officer must know what to expect and how to plan the broad outlines of his career. The Department of State is also experimenting with this problem as a result of severe criticism by the Wriston Committee of its previous informal practices. Recent State innovations include the development of training and experience standards for all Foreign Service positions, the establishment of an inventory system on punched cards to record individual training status and to derive annual training requirements, the imposition of sanctions to enforce training policy including a requirement that language competence be a prerequisite to advancement, and, finally, the creation

of a Career Development and Counselling Staff of experienced Foreign Service Officers to advise on personnel policy and monitor the career planning of individual officers. These measures are not yet proved instruments of a forward looking personnel management policy, nor are they necessarily suited to the needs of CIA. They do merit close observation and they are suggestive of the directions in which the Agency may need to move if it experiences severe attrition among its most highly qualified and carefully trained personnel.

It is recommended that:

- (a) The DCI establish as Agency policy that all junior professional officers enter Agency employ through the JOTP
- (b) The DTR establish a JOT Selection Panel composed of line officer representation from the three Deputy Directorates together with appropriate representation from the Office of Personnel and Training. The Chief, JOTP, should chair the panel.
- (c) The DTR should give consideration to the feasibility of the use of outstanding public citizens in the panel selection process recommended above.
- (d) The DTR arrange for the participation on a rotational basis of line officer representation from the three Deputy Directorates in JOTP placement panels.
- (e) The DTR together with the Director of Personnel take steps to eliminate prejudices that have arisen which tend to assign second class status to DD/S and DD/I careers.
- (f) The DD/P establish minimum standards of training and experience for case officer apprenticeship including general preparatory, basic skills, language and advanced operational training, and that he determine the feasibility by experiment of some form of overseas familiarization as a part of the apprentice period.
- (g) The DTR together with the Director of Personnel undertake to monitor the present efforts of the Department of State to improve personnel management and training in the Foreign Service for measures that may be adopted for the Agency's benefit.